

Developing a new mental health hospital for the Vale of York

Public consultation
23rd September - 16 December 2016

Introduction

The purpose of this public consultation is to seek the views of local people on the development of a new mental health hospital for the Vale of York.

Over the next 12 weeks we will be asking for feedback on:

- the location of the new hospital (there are three possible sites)
- the proposed number and configuration of beds.

The consultation will run from 23 September to 16 December 2016 and will include seven public meetings.

This document contains information to support our discussions with local people. It includes background information explaining why we need a new hospital and what we have done to date to involve local people in developing our plans. It outlines our proposals for the new hospital including what services we will provide and the proposed number and configuration of beds. It contains information about the three site options and the reasons why other sites have been ruled out.

We welcome your views on our proposals and look forward to hearing from you.

Background

Bootham Park Hospital

Prior to 1 October 2015 adult inpatient services and some older people's inpatient services were based at Bootham Park Hospital, an 18th century building with grade I and II listed elements.

The Care Quality Commission (CQC), the independent regulator of health and social care in England, had previously highlighted problems with the hospital, which over the years had undergone a range of extensions and reconfigurations within the constraints of its listed status.

During a visit in January 2015 the CQC found that despite attempts to improve the premises, there were still concerns about safety on some of the wards and they concluded that plans should be developed to move out of Bootham Park Hospital into a high quality clinical environment.

On 24 September 2015, following an unannounced inspection, the CQC confirmed that Bootham Park Hospital was not fit for purpose and patient services had to be moved by the end of September.

Tees, Esk and Wear Valleys NHS Foundation Trust (TEWV) took over services in the Vale of York on 1 October 2015 and since then has been doing all it can, working with the commissioners (NHS Vale of York CCG) to minimise the impact of the closure on service users, their families and staff.

Currently inpatient assessment and treatment services for older people are provided at Meadowfields and Cherry Tree House in York and Worsley Court in Selby. The services at Worsley Court in Selby are expected to transfer to Acomb Garth in York in 2017.

TEWV has also refurbished Peppermill Court in York as a 24 bed adult inpatient assessment and treatment unit (due to open in early October). These units do not provide en-suite accommodation.

Why we need a new hospital

Inpatient care is part of a wider mental system across the Vale of York involving health and social care as well as the voluntary sector.

Over recent years more and more people are able to receive the care and treatment they need at home and hospital admission is becoming the exception rather than the norm. Developing services that enable us to support people in their home environment whenever possible is therefore a key priority for us. Our aim is to reduce the amount of time that individuals need to spend in hospital, making sure they get the support they need, when and where they need it.

For those people who are admitted to hospital, the quality of the environment is extremely important. TEWV has some of the best inpatient facilities in the country and is committed to providing people in the Vale of York with a modern, state-of-the-art hospital.

The shift towards home based care and treatment means that those people who need to spend time in hospital are those with the most complex needs. They are often at their most vulnerable and deserve to be cared for in a safe and therapeutic environment; somewhere that has a range of facilities that will support their recovery and independence and assure their privacy and dignity.

Our current facilities do not meet the high standard that we aspire to for the people of the Vale of York. This has been reflected in the feedback received at both the Discover! and Exchange events.

Peppermill Court, although providing a good standard of accommodation, does not have some of the benefits of a purpose built unit. For instance the bedrooms are not en-suite and the room sizes and shapes limit their use. In addition, there are only 24 inpatient beds at Peppermill Court, which we acknowledge is too few for the population of the Vale of York.

We currently provide older people's inpatient services from three separate sites. The standard of accommodation in these units is not ideal. There are no en-suite facilities and the configuration of the individual inpatient units could not support an upgrade.

Involving local people

TEWV took over responsibility for services at a difficult time and the Trust's priority has been to minimise the impact of the closure of Bootham Park Hospital on service users, their families and staff.

This has also included listening to local people and as part of this TEWV and Healthwatch held four engagement events in March and April 2016 to give people the opportunity to exchange views, information and concerns about the future development of mental health and learning disability services across the Vale of York.

This was followed by three workshops in May which gave people an early opportunity to be involved in the development of the new hospital. The sessions focussed on three main areas – the size of hospital and number of beds needed, potential sites for the new hospital and best practice in building design.

Over 60 people attended these events and they welcomed the opportunity of being involved from an early stage. The feedback received has helped us develop the options and proposals outlined in this document. For instance:

- People were concerned about the proposed bed numbers and asked for further clarification of our rationale and assurance that there would be sufficient capacity
- People gave us feedback on the long list of possible sites and this was fed into the option appraisal
- People gave us their views on what was important when designing a new hospital

The full report is available on TEWV's website www.tevw.nhs.uk ('get involved' pages) or from TEWV's communications team (email tevw.communications@nhs.net or call 01325 552223).

Our proposals

About the new hospital

Currently adult and older people's assessment and treatment services are provided across a number of sites, across a wide geographical area. This presents significant challenges in managing resources and communications between the services.

The new hospital development will bring these services together on a single site, replacing Meadowfields, Worsley Court, Cherry Tree House and Peppermill Court. This supports a joined up, needs led approach to care and helps us remove barriers linked to age. Isolated units are not ideal and moving inpatient services onto a single site will also help us maintain safe staffing levels and provide easier access to cover and support in times of emergency or increased need.

The unit will also contain the 136 assessment suite (place of safety) currently provided at Bootham Park Hospital (which will transfer to Peppermill Court) and the ECT suite, currently provided at York District Hospital.

The intensive home treatment team and the care home liaison team will also be based at the new hospital.

Proposed number and configuration beds

We are proposing four 15 bed wards with single, en-suite bedrooms.

There will be two adult, single sex wards and each ward will have its own day space, therapy rooms and outdoor space.

The older people's unit will have one ward for people with mental health problems such as psychosis, severe depression or anxiety (functional illnesses) and one ward for people with dementia, such as Alzheimer's (organic illnesses). Each ward will have separate male and female bedroom areas, with shared therapy rooms, day space (with separate lounges for men and women) and outdoor space.

Seclusion and de-escalation facilities for both adults and older people will be included in the design of the building.

How we worked out how many beds we would need

We used PRAMH (person based resource allocation for mental health), which is used by NHS England, to help us work out how many beds we need. This approach looks at the population, taking into account a number of factors such as age, sex, prevalence of mental health conditions and their severity, accommodation and employment status, ethnicity and length of contact with mental health services.

Alongside this we compared it with other information such as the National Benchmarking Network Mental Health Toolkit as well as established bed numbers across TEWV's other localities (where current occupancy levels average 86%).

Summary

Bed numbers	Adult	Older people	Total
Maximum required (based on PRAMH)	37	26	63
Minimum required (based on PRAMH)	21	19	40
National benchmarking toolkit (mid point)	29	31	60
TEWV average	27	22	49
 Proposed bed numbers	 30	 30	 60

How does this compare with current bed numbers?

	Current	Proposed
Adult	24 beds (Peppermill Court)	30 beds
Older people		
- Functional	18 beds (Cherry Trees)	15 beds
- Organic (dementia)	28 beds (Meadowfields and Worsley Court)	15 beds

We believe the proposed numbers and configuration of beds will meet the needs of the local population.

Most people want (and are able) to receive the care and support they need in their home environment. Admission to hospital should be the exception rather than the norm and people should not be spending longer in hospital than is absolutely necessary.

TEWV have already demonstrated in its other localities that by changing the way they work, they can reduce the need for inpatient admissions and have significantly reduced the number of beds over recent years.

Work is already underway across the Vale of York to strengthen mental health community services and change the way they work. This work acknowledges that most patients will receive the care and support they need in the community and recognises the importance of viewing the hospital as one part of the wider mental health service.

Our aim is to support people at home whenever possible and to work closely with inpatient services to ensure safe and early discharge from hospital for those who have been admitted. Crisis and home treatment teams will be based in the new hospital. They will maintain close links with the ward and be involved at an early stage in planning individuals' discharge.

Retaining close links with family and carers as well as with community services from both statutory and non-statutory services forms an essential element of recovery, helping people maintain important links and reconnect with their community.

We are also working closely with local authority colleagues to help make sure that older people are getting the care and support they need in the appropriate environment and are not staying in hospital longer than required.

This work will continue as we prepare to move into a new hospital in 2019.

Design requirements

We believe that local people deserve access to the best possible inpatient facilities and the design of the new hospital will meet national guidance (Health Building Notes and Health Technical Memoranda), best practice and TEWV's requirements for acute mental health units. Minimum standard requirements include:

- Meeting same-sex accommodation guidelines (single en-suite bedrooms and separate areas for men and women)
- Ground floor ward accommodation for all wards, allowing direct access to outside areas, which can be safely managed
- Flexibility and accessibility in all ward areas to cater for specific needs (e.g. disability)
- Welcoming entrances with reception and waiting areas and designated areas for visitors

People who attended the engagement events also gave us feedback on what they felt was important, for instance:

- People felt it essential that outdoor space is given as much consideration as the inside accommodation
- People like the idea of a single story building, sympathetic to the environment, which does not look too clinical or have a sterile and 'institutional' feel
- The new hospital needs to be dementia friendly
- People wanted to see wards based together to allow flexibility
- Bedrooms should be en-suite, creatively decorated with both bath and shower facilities available on the ward
- Space should be available to talk in private to staff away from the ward as well as having designated visitor areas

Architects are currently working on a design that will meet those needs and clinical requirements. This includes providing separate, distinct ward areas, each with its own therapy and outdoor space whilst maximising the available space by having shared indoor and outdoor areas where appropriate. They will continue to work with clinical staff, service users and carers to further refine the design to meet their needs.

The estimated building cost of the new hospital is £29 million (including VAT and fees but excluding the cost of the land).

Site options

We need to make sure sites are feasible and this means assessing them against the following criteria:

- Availability of the land
- Achievability (preliminary planning agreement and achievability within timescales)
- Accessibility (e.g. public transport, travel times and distances)
- Cost (expected purchase price of land and construction)
- Site layout (able to accommodate a design that meets national guidance)
- Opportunity for service expansion in the future

A long list of options were assessed against these criteria and eight sites have already been discounted (see page 16 for more information).

Three sites have been shortlisted, which need further work to fully assess them against the criteria:

- Bootham Park Hospital site, York, YO30 7BY
- Clifton Park, Shipton Road, York, YO30 5RA
- Haxby Road (former Bio-Rad site), YO31 8SD

Advantages and disadvantages of shortlisted sites

To date we have identified the following advantages and disadvantages of these sites (this includes feedback from our engagement events):

Option 1

Bootham Park Hospital

Advantages

- It is close to the city centre amenities and has good transport links
- The site is adjacent to York District Hospital
- It is an established mental health site
- There are views of open spaces to the front and side of the building

Disadvantages

- Stigma (association with the site's historical use)
- There may be limitations because of the grade I and II listed elements of the buildings *
- Traffic congestion for those travelling by car
- Difficulty in improving site access for service vehicles

*The extent of reconfiguration required would need to be explored fully with Historic England and City of York Council planning department to determine what would be acceptable and any resulting impact on cost and time.

Architects are reviewing options for using the site including retaining the existing building, partially rebuilding and considering options for building a new hospital on the existing site. Any option must meet our design criteria for a high quality clinical environment.

Option 2

Clifton Park

Advantages

- The area of the site will accommodate the new hospital
- It has good access by road or public transport (although poorer access from the south of York) and is on a park and ride route
- People felt the surrounding area could provide opportunities for recreational activities
- It is already established as a health site (people felt this may raise fewer public objections)

- Development of the site is potentially achievable within Trust timescales and could provide the most affordable option
- The site has green space and good views from the rear of the site
- It would offer privacy at the rear of the building
- There is limited likelihood of non-NHS development to the rear of the site

Disadvantages

- There was concern about risk of flooding (site area within flood zone) and the cost of any work to resolve the problem
- People felt the size could prohibit future expansion
- There would be a level of noise, pollution and reduced privacy from busy Shipton Road (although the site is bordered by mature trees)
- New access might be required off Shipton Road

Option 3 Haxby Road

Advantages

- The area of the site will accommodate the new hospital
- The site is on a public bus route
- The site is surrounded on three sides by mature trees and green space, providing good views out and privacy
- There is limited likelihood of development adjacent to the site
- Access to the site from Haxby Road is already established
- The site has capacity for future development
- There are views to river Foss and is not within the flood zone

Disadvantages

- There would be a level of noise, pollution and reduced privacy from busy Haxby Road
- It is a brown field site which may require significant groundwork that could impact on cost and timescales

Work is continuing to complete the full appraisal of the three sites against the criteria outlined on page 10 (availability of land, achievability, accessibility, cost, site layout and opportunity for expansion). Your feedback will be included as part of the final appraisal of the sites that meet this required criteria.

Have your say

We believe that local people deserve access to a purpose-built, state-of-the-art mental health hospital, which forms part of the wider mental health service in the Vale of York.

Your views are really important in helping us develop the new hospital and we hope you will take part in this consultation.

We would like your feedback on the shortlisted sites (which site would you prefer and why?):

- Bootham Park, York, YO30 7BY
- Clifton Park, Shipton Road, York, YO30 5RA
- Haxby Road (former Bio-Rad site), YO31 8SD

We would also like your feedback on the proposed number and configuration of beds (do you agree with the proposal or do you have concerns or issues you think we need to consider?):

- 2 x 15 bed adult wards (one female ward and one male ward)
- 1 x 15 bed ward for older people with problems such as psychosis, severe depression or anxiety (functional illnesses) – with separate male and female bedrooms and day areas
- 1 x 15 bed ward for older people with dementia (organic illnesses) – with separate male and female bedrooms and day areas

How you can have your say

You can give us your feedback in a number of ways:

- Attend one of the public meetings (see overleaf)
- Fill in the questionnaire at the end of this document
- Email us on valeofyork.contactus@nhs.net
- Write to us at:
New hospital
NHS Vale of York Clinical Commissioning Group
West Offices
Station Rise
York
YO1 6GA

We would also be happy to come along to existing meetings to discuss the proposals. Please contact the communications team at TEVV to arrange (email tewv.communications@nhs.net or call 01325 552223).

Public meetings

Date: 7 October 2016

Time: 3.00 – 5.00pm

Venue: Community Hall, Burnby Hall, Pocklington, York, YO42 2QF

Date: 11 October 2016

Time: 3.00 – 5.00pm

Venue: Community House, Portholme Rd, Selby, YO8 4QQ

Date: 24 October 2016

Time: 3.00 – 5.00pm and
5.30 – 7.30pm

Venue: New Earswick Folk Hall, Hawthorn Terrace, New Earswick,
York, YO32 4AQ

Date: 31 October 2016

Time: 3.00 – 5.00pm

Venue: Galtres Centre, Easingwold, York, YO61 3AD

Date: 8 November 2016

Time: 2.30 – 4.30pm and
5.00 – 7.00pm

Venue: Priory Street Centre, 15 Priory Street, York, YO1 6ET

What happens next?

We will use your feedback to help us finalise our plans for the new hospital, including its location. No decision on the preferred site will be made until after the consultation.

All comments, views and feedback will be considered by the Vale of York CCG and TEWV and will form part of the final appraisal of the sites that meet the required criteria.

The outline business case for the new hospital with our preferred site option (subject to final planning permission and design agreements) will be put forward for approval by TEWV and the CCG early next year.



Option appraisal of discounted sites

(including feedback from engagement events)

The following information summarises the rationale for discounting the sites that were not shortlisted

The Retreat, Heslington Road, YO10 5BN

- People recognised the potential benefit of sharing a site with other mental health services
- The site is on a good bus route and would provide good accessibility for York University students
- People felt it was unclear how much land would be available for a new build within the time frame (because of having to balance the needs of two different organisations and the Retreat's own expansion plans). Discussions with the Retreat confirmed this would be the case (timescales could not be met and uncertainty about overall feasibility)
- People felt that not having single ownership of the site may lead to future complications

This site was discounted

Millfield Lane, Poppleton, YO26 6NY

- People liked that this was on a park and ride bus route and close to York's outer ring road
- Concern was raised about existing plans for the proposed site and potential community objections
- Access to the site was poor
- Land was expensive

This site was discounted

Moorside, Monks Cross, YO32 9LB

- People felt it was a sterile environment
- People felt the new sports stadium would impact on traffic
- This land is now being considered for residential development

This site was discounted

Fulford and Naburn, YO32 9LB

(adjacent to MacArthur Glenn shopping centre)

- People felt this site had potential as a hospital site
- People felt it would be more accessible for people from Selby
- People felt traffic congestion would be a challenge
- This land will not be available until 2018 (could not be operational by 2019)

This site was discounted

Earswick, Huntington, YO32 9SU

- This site is unlikely to be available within the timeframe due to number of landowners involved.
- There are restrictive covenants on the site

This site was discounted

Boroughbridge Road, Poppleton, YO26 6AZ

- On a park and ride bus route and near to York's outer ring road
- Concern was raised over plans already proposed for this site (residential development) and potential community objections
- No further information on availability of site received (concern about availability)

This site was discounted

Lowfield, Dijon Avenue, Acomb, YO24 3DD

- People felt this site had
 - good community links and infrastructure
 - good access for Selby residents
 - good potential for development, but
 - was not accessible by public transport
- Subsequent discussions with local authority confirmed site was not available

This site was discounted

Brook Nook, Osbaldwick

- Shape of land available was not suitable for required layout of hospital

This site was discounted

Notes

Questionnaire

Please tick your preferred site option

Option 1

Bootham Park Hospital

Option 2

Clifton Park

Option 3

Haxby Road

Please detach and return to the address overleaf

Please explain why you have chosen this option



Do you agree with our proposed number and configuration of beds?

Yes

No

If no, please explain your concerns and any issues you think we need to consider.

The closing date for responses is 16 December 2016.

Please send this form to:

New hospital

NHS Vale of York Clinical Commissioning Group

West Offices

Station Rise

York

YO1 6GA

Your can also email your comments to valeofyork.contactus@nhs.net